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ABSTRACT

A centralized evaluation unit within the California State Department of Education is responsible for evaluating programs administered by the state. Focusing on these educational program evaluations, the principal objectives of this study were to: (1) Describe the major components of the current program evaluation system; (2) Examine the planning of state program evaluations; (3) Analyze the scope, quality and utility of state program evaluations; (4) Examine the coordination of state evaluation activities; (5) Analyze the methods by which evaluation results are disseminated; and (6) Recommend improvements when necessary. In conducting the study, a total of 60 individuals were interviewed. These included staff in the Departments of Education and Finance, staff to several legislative committees, members of the State Board of Education, personnel in local education agencies, representatives of such groups as the California School Boards Association, the California Association of School Administrators, and the California Teachers Association, and individuals with expertise in evaluation from universities and private organizations in the state. The evaluation study interview questions, a list of evaluations and reports reviewed, the legislation which established the Educational Management and Evaluation Commission as part of the State Board of Education, and facts about commission membership are provided in the appendices. (Author/BJG)

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AN ANALYSIS OF

THE EVALUATION OF STATE EDUCATIONAL PROGRAMS

SEPTEMBER 26, 1975

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INTRODUCTION

The primary responsibility for state-level educational evaluation activities in California resides in a centralized evaluation unit within the State Department of Education. The annual budget of this unit is over $3 million of which $2 million was spent in 1974-75 evaluting educational programs administered by the state. The total cost of these programs was over $300 million.

In view of the magnitude of the state's expenditures for educational programs, it is important to ask whether these evaluation activities are effective. As a result, we have conducted this study of procedural and management issues in the evaluation of state educational programs. It examines the adequacy of procedures being undertaken within existing resources rather than analyzing the consequences of reducing or augmenting these resources.

The evaluation unit within the Department of Education is responsible for (1) conducting educational program evaluations, (2) conducting the statewide testing program and (3) operating the department's management information center. This study focuses on educational program evaluations. Other evaluation activities are not examined in the study except as they relate directly to educational program evaluation.

The principal objectives of the study are to:

1. Describe the major components of the current program evaluation system;
2. Examine the planning of state program evaluations;
3. Analyze the scope, quality and utility of state program evaluations;

4. Examine the coordination of state evaluation activities;

5. Analyze the methods by which evaluation results are disseminated; and

6. Recommend improvements where necessary.

In conducting the study, we interviewed a total of 60 individuals during the months of July, August and September. These included staff in the Departments of Education and Finance, staff to several legislative committees, members of the State Board of Education, personnel in local education agencies, representatives of such groups as the California School Boards Association, the California Association of School Administrators, and the California Teachers Association, and individuals with expertise in evaluation from universities and private organizations in the state. These individuals were asked a standard set of interview questions (see Appendix A). The findings reported in the study were taken (1) from these interviews and (2) from a comprehensive review of the department's evaluation reports and related documents.

All of the major evaluation reports prepared by the department during 1974-75 and a sample of reports prepared during the four preceding years were reviewed by our staff. (See Appendix B.) Findings reported in this study are taken from those cases in which two independent reviewers were in agreement in their assessment of the evaluation report. Such agreement between reviewers was the general pattern found in the study. Finally, descriptions of evaluations currently being carried out by the department and relevant documents from numerous other sources were examined in the course of the study.

SUMMARY OF FINDINGS

1. Through a process of reorganization which began five years ago, the evaluation function within the State Department of Education has for the most part been centralized within the Office of Program Evaluation and Research. This centralization appears to provide an organizational basis for dealing with many of the problems which exist in current procedures for evaluating state educational programs. (pp. 9 - 11)

2. The Educational Management and Evaluation Commission to the State Board of Education is a second key entity in the state's educational program evaluation apparatus. One of its statutory functions is the review of the department's program evaluations. The commission has not performed this function on a comprehensive basis. As a result, systematic review of state educational program evaluations presently does not occur. (pp. 11 - 15)

3. There are currently insufficient procedures in the Department of Education for planning the overall strategy of educational program evaluation. In addition, insufficient procedures presently exist for advance planning of individual evaluation studies conducted by the department. Rather, planning procedures vary, with some studies fully planned in advance of program operation and others not planned until program completion. (pp. 17 - 18)

4. Lack of advance planning for evaluations places unnecessary demands on local education agencies. This is because inadequate planning leads to frequent changes in the Department of Education's evaluation procedures. These changes require school districts to expend resources each year becoming familiar with new evaluation procedures. No adequate mechanisms exist within the department for eliminating the unnecessary demands on school districts created through poor planning of evaluation activities. (pp. 18 - 19)

5. The statutory requirements mandating state educational program evaluations vary considerably in specification. Some describe required evaluation information in detail while others are quite general. Even the more detailed requirements do not guarantee policy-relevant reports because evaluations do not always conform to the requirements mandating them. (pp. 22 - 24)

6. Evaluations prepared by the Department of Education frequently are inadequate in standard elements necessary to make them useful in policy decisions. For example, many of the department's evaluations lack adequate information concerning program participants, objectives, components, effectiveness and cost. (pp. 20 - 22)

7. The Department of Education presently does not use uniform procedures for either conducting evaluations or reporting evaluation results. Evaluations currently differ in both method and content. Consistent procedures could be used in many of the studies in which procedures currently differ. (pp. 25 - 27)

8. The majority of evaluations conducted by the Department of Education contain serious methodological weaknesses which include poor sampling procedures, inadequate comparison groups and inadequate statistical techniques. These and other weaknesses make conclusions drawn on the basis of the evaluations of questionable value for policy formulation. (pp. 28 - 30)

9. The utility of evaluations conducted by the Department of Education is impaired by the absence of uniform information in the evaluation reports and by methodological shortcomings in the studies. The utility is further limited by the lack of a format for integrating the findings from different studies. (pp. 31 - 32)

10. The utility of evaluations conducted by the Department of Education usually is limited by the absence of information about what factors are associated with successful educational programs. This type of information is one of the most useful potential outcomes of program evaluations. (pp. 31 - 32)

11. Many of the problems which limit the utility of program evaluations probably could be addressed by the department within existing resources. This is because they result from shortcomings in the design and reporting of evaluations which could be solved by using current resources more efficiently. (pp. 32 - 33)

12. Many of the department's evaluation activities have not been well-coordinated internally. Both the department and the Educational Management and Evaluation Commission have taken steps recently to correct this problem. The commission is engaged in investigations aimed at coordinating and streamlining the department's data collection activities. The department is initiating a procedure for consolidated reporting in several of its evaluations. However, at the present time, no mechanisms exist for coordinating evaluation activities on a comprehensive basis. (pp. 34 - 35)

13. Procedures used by the Department of Education to disseminate evaluation results to the Legislature and local school districts are inadequate. Similarly, procedures for promoting the utilization of evaluation results in legislative and school district decision making are currently inadequate. (pp. 36 - 38)

SUMMARY OF RECOMMENDATIONS

1. We recommend that the Department of Education annually prepare a comprehensive, detailed plan for educational evaluations which includes the following minimum components:

   (a) a statement of the department's principal evaluation objectives;

   (b) a discussion of the department's principal evaluation accomplishments in the preceding year;

   (c) a description of evaluation resources for the time period covered by the plan; and

   (d) a plan for each evaluation study to be conducted by the department which includes certain standard elements and an estimate of required resources.

2. We recommend that the department submit this annual plan of educational evaluations to the Joint Legislative Budget Committee and the Department of Finance for review as part of the annual budget process.

3. We recommend that the department include in each major evaluation report (a) a brief statement of the purposes of the study; (b) a discussion of the evaluation methodology including study design, sampling strategy, measurement instruments and data analysis procedures; (c) a presentation of findings concerning program participants, objectives, components and effectiveness and (d) a summary which describes the principal findings and conclusions of the study.

4. We recommend that the Department of Education annually prepare and submit to the Legislature by January 1 an "Annual Summary of Evaluation

Reports". This document should summarize the results of all program evaluations conducted by the department during the previous year. It should include comparable information on the effectiveness of different educational programs wherever possible.

5. We recommend that the Educational Management and Evaluation Commission to the State Board of Education (a) analyze the adequacy of existing statutory requirements for educational program evaluations, and (b) recommend amendments as necessary to ensure that the Education Code specifies in detail the information to be contained in evaluation reports.

6. We recommend that the Educational Management and Evaluation Commission review on a systematic basis all of the program evaluation activities of the Department of Education. We further recommend that the commission annually prepare and submit to the State Board of Education and the Legislature a report of its findings which includes: (1) an identification of program evaluation priorities not being addressed by the department; (2) an identification of program evaluation requirements which should be eliminated; (3) a review of the quality of program evaluation reports and activities; and (4) a report on the dissemination of program evaluation findings.

7. We recommend that, on a continuing basis, the budget of the Educational Management and Evaluation Commission be set out as a separate line item in the budget of the Department of Education.

8. We recommend that the Educational Management and Evaluation Commission submit to the Legislature by March 1, 1976, the report of its current study on data collection activities of the Department of Education. We further recommend that the commission submit to the Legislature, by

November 1, 1976, a follow-up report on the implementation of its recommendations for coordinating the department's data collection activities.

9. We recommend that the Department of Education investigate the feasibility and the cost implications of coordinating the statewide testing program and the department's program evaluation activities.

10. We recommend that the Department of Education prepare and submit to the Legislature by March 1, 1976, a systematic plan for the dissemination of evaluation results to the Legislature and to local education agencies.

I. STRUCTURE OF EDUCATIONAL PROGRAM EVALUATION ACTIVITIES

Evaluation of state educational programs is the responsibility of two principal state entities: the Department of Education's Office of Program Evaluation and Research (OPER) and the Educational Management and Evaluation Commission to the State Board of Education. In examining the program evaluation activities of these two entities, it is important to understand that the Legislature has been consistently mandating formal evaluations of educational programs for less than a decade. Prior to that time, program evaluations carried out by the department usually were informal studies conducted by operating units within the department as program management tools.

A. The Evaluation Unit in the Department of Education

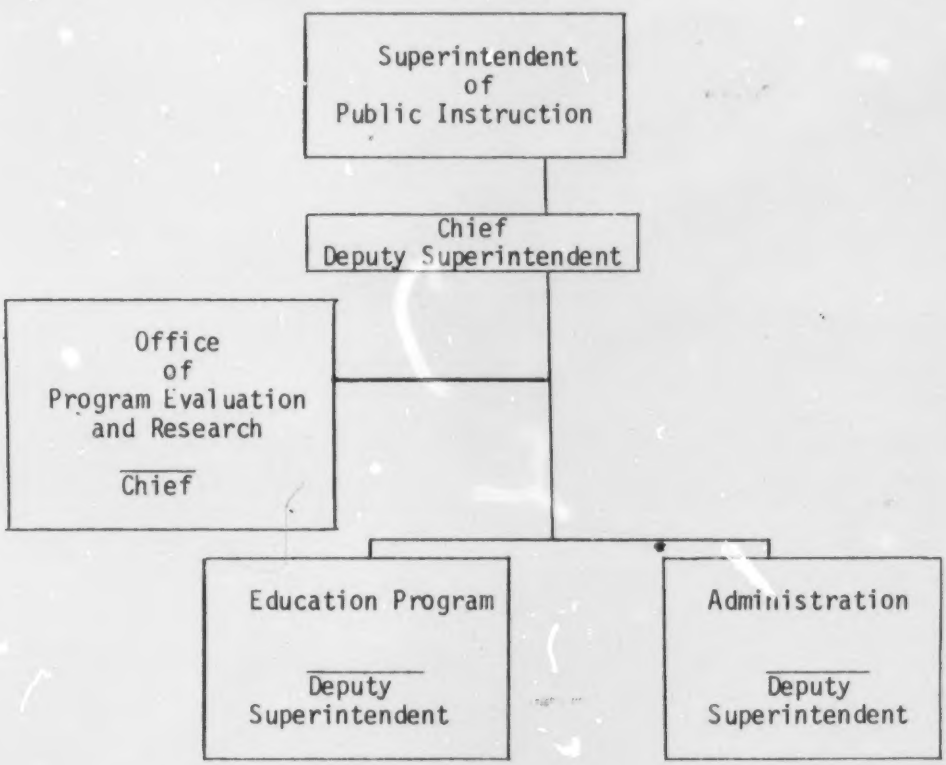
The primary responsibility for conducting program evaluations in the Department of Education resides in the Office of Program Evaluation and Research (OPER). This office began in 1971 with the attempt to create an independent evaluation unit within the department. The unit's effectiveness was limited initially by the fragmentation of the evaluation function within the department. Separate evaluation staffs continued to exist for most of the educational programs administered by the department, including Special Education, ESEA Title I, II and III, etc. Thus, in our 1972-73 Budget Analysis we recommended that in order to develop and administer a comprehensive educational evaluation system, the total evaluation responsibility should be assigned to one evaluation unit.

The centralization of evaluation within OPER has been for the most part completed at the present time. This is an important accomplishment

because it (1) gives the evaluation unit relative independence from program operating units and (2) appears to provide an organizational basis for alleviating many of the problems which presently limit the effectiveness of the evaluation function.

OPER reports to the Superintendent of Public Instruction through the Chief Deputy Superintendent (Chart I). This reporting channel was intended to create independence for the evaluation office from the program operating units within the department.

Chart I
The Organization of Evaluation Activities in the
State Department of Education



The budget of OPER for the past three years is presented in Table I. The table shows that the budget for the office, including the statewide testing program, is currently over $3 million. The office has a staff of over 35 professionals.

Table I
The Budget of the Office of Program Evaluation and Research /1

Budget Components	1973-74	1974-75	1975-76
Evaluation services	$ 954,309	$2,040,566	$2,008,757
Statewide testing	694,445	1,008,838	1,065,274
Management Information Center	32,576 /2 (15,497)	4,000 (128,005)	3,500 (149,700)
TOTAL BUDGET	$1,696,827	$3,181,409	$3,227,231

In spite of the centralization of evaluation activities within OPER, several of the problems which the office was created to overcome have not been satisfactorily corrected. These include the absence of uniform evaluation procedures and insufficient coordination among evaluation activities. Each of these problems is discussed later in this report.

B. The Educational Management and Evaluation Commission to the State Board of Education

The second entity in the state's system for evaluating educational programs is the Educational Management and Evaluation Commission to the State Board of Education. The commission began operating in June 1972

/1 Source: The 1975-76 Governor's Budget dated January 10, 1975 and the Final Change Book to the budget reflecting changes included in Chapter 186, Statutes of 1975.

/2 Figures in parentheses represent funding obtained through charges to other units in the Department of Education.

with its function defined by the Legislature in AB 2800 (Chapter 1188, Statutes of 1971) as follows:

> "The commission shall assist and advise the State Board of Education in the evaluation of the program achievement of educational programs, in the determination of the relative cost effectiveness of educational programs, and shall make recommendations concerning the expanded use, modification, or replacement of educational programs so as to produce a higher degree of program achievement and cost effectiveness. The commission shall also serve as an advisory body to the State Board of Education on program budgeting and accounting systems for school districts."
>
> (The legislation is quoted in full in Appendix C).

The commission was established to serve as an advisory body to the State Board on all policy matters relating to educational management and evaluation. The charge to the commission as set forth by the State Board is to inform and advise the board on:

"1. The practices of modern management which can improve the quality of administration of public school districts.

2. Program budgeting and accounting systems for school districts.

3. Methods of program evaluation.

4. The assessment of cost effectiveness of educational programs.

5. The expansion of educational programs which produce a high degree of program achievement and cost effectiveness.

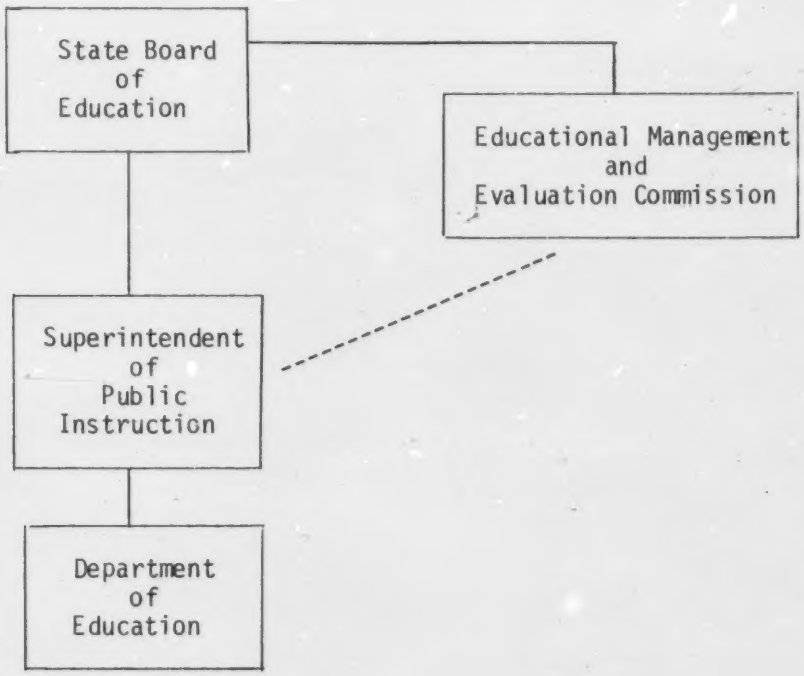
6. The dissemination of information on management practices for public school districts.

7. State laws, regulations and procedures relating to the management of public school districts and the evaluation of educational programs.

8. Activities of the commission by means of an annual report."[2]

The organizational location of the commission is presented in Chart 2. As can be seen, the commission reports directly to the State Board of Education. The commission receives staff support from department personnel but has the authority to employ independent consultants as necessary.

Chart 2
The Organizational Location of the
Educational Management and Evaluation Commission


State Board of Education
Educational Management and Evaluation Commission
Superintendent of Public Instruction
Department of Education

_____ Reporting relationships

---------- Staff relationships

The commission consists of 14 members, of which nine are appointed by the State Board of Education, one by the Governor, two by the Speaker of the Assembly and two by the Senate Rules Committee. (See Appendix C for a more detailed description of the commission's composition.)

The budget of the commission since its creation in 1972-73 is presented in Table 2. Since its establishment the commission has spent between 45 percent and 65 percent of its annual operating budget each year.

Table 2
Budget of Educational Management and Evaluation Commission

	1972-73	1973-74	1974-75	1975-76
Total Budget	$26,800	$31,839	$32,149	$35,041
Total Expenditures	11,975	16,955	20,775	---

The commission has performed a number of monitor and review activities in areas related to evaluation. For example, during 1974-75, it (1) reviewed the progress of the department in implementing aspects of the educational goals collection process designed by the Joint Committee on Educational Goals and Evaluation, (2) reviewed the department's development of eight federally funded (ESEA, Title V-C) evaluation improvement centers to train local education agency personnel in planning and evaluation techniques and (3) reviewed the progress of one of the department's evaluation studies (i.e., the School Effectiveness Study).

The commission has recently initiated an investigation which will further involve it in the review of program evaluation activities. This is a study of the magnitude of the department's data collection activities and the resultant demands on local education agencies. The study is a first step toward streamlining the department's data collection procedures. It is only one example of additional activity in the area of educational evaluation which is consistent with the commission's statutory function.

Many individuals interviewed in the course of this study indicated that the commission has not yet begun to implement fully the evaluation responsibilities assigned to it by law. Our review of the commission's Annual Reports and minutes of its meetings corroborated this observation. The majority of the activities conducted by the commission thus far have focused on management issues. As the budget information presented in Table 2 indicates, the commission appears to have adequate financial resources for extending its evaluation activities.

Moreover, it currently has three members having expertise in educational evaluation. One vacancy on the commission still exists, it being the Governor's appointee. Appointment of an individual with evaluation expertise to this position would additionally enhance the strength of the commission in the evaluation area.

C. Review of Program Evaluation Activities

As mentioned above, the Educational Management and Evaluation Commission reviews program evaluation activities. Two other state agencies also review program evaluation activities on a selected basis as part of their budget responsibilities. These are the Department of Finance and our office. However, it is not a primary function of either to perform a comprehensive, systematic review of program evaluation activities.

Outside reviewers also occasionally examine department evaluations. For example, the department's 1973-74 Early Childhood Education evaluation was critiqued by outside evaluators. Because critiques of this nature are undertaken on an exceptional rather than systematic basis, they cannot be relied on as a mechanism for systematic review of the department's program evaluations.

As this report will illustrate, however, there is a need for a continuing systematic review of the department's program evaluations. We believe that the Educational Management and Evaluation Commission should perform this role in as much as it is consistent with its functions as defined by both the Legislature and the State Board of Education.

II. THE PLANNING OF EDUCATIONAL PROGRAM EVALUATIONS

This section of the report reviews existing procedures for planning program evaluations in the Department of Education. Both the overall system for determining evaluation priorities and the procedures for planning individual evaluations are examined.

A. Procedures for Planning the Overall Evaluation Strategy

Evaluations to be conducted by the department are ordinarily determined either (1) by state or federal statutory requirement or (2) by identification of issues which are of special policy concern to the department or the State Board of Education. Most evaluation studies are initiated through the first mechanism. No systematic planning procedures exist within the department for developing an overall evaluation strategy based on examination of all programs administered by the department.

The vast majority of evaluation resources are expended in the evaluation of a limited number of categorically funded programs (e.g, ESEA, Title I, Miller-Unruh Basic Reading Program, Educationally Disadvantaged Youth, Early Childhood Education). Some additional resources go into the evaluation of specific research-oriented programs (e.g., the Demonstration Programs in Reading and Mathematics, Year-round Schools).

In contrast, almost no evaluations of program effectiveness are conducted for many education programs funded or administered by the state. Current examples of cases in which little or no evaluation of program effectiveness is being conducted by the department include adult education programs, summer school programs, and the mentally gifted minors program.

Because of the absence of evaluations, the Legislature, the department and local school districts do not have basic information available to them as an input into policy decisions.

B. Procedures for Planning Individual Evaluations

The interviews conducted in the course of this study indicated that planning procedures have varied widely, with some studies planned in advance of program operation and others not. The latter has been the case even when legislation requiring evaluations has been enacted well in advance of program operation (e.g., required evaluations of the Operation SHARE program).

The absence of systematic advance planning of individual evaluations has meant that no procedures exist: (1) for ensuring certain common elements and uniform procedures in evaluation studies; (2) for ensuring coordination of evaluation activities; or (3) for ensuring comparability of evaluation results. These issues are discussed more fully in later sections of this report.

C. Demands on Local Education Agencies Resulting from Inadequate Planning

Inadequate advance planning of evaluation studies places unnecessary demands on local education agencies. School district personnel complain that the department's evaluation procedures are "never the same for two consecutive years". They point out that forms and procedures appear to be in a constant state of flux which necessitates the expenditure of district resources each year to interpret and become familiar with new evaluation procedures.

We examined processes for planning evaluation activities to identify some reasons for this. We found that pilot testing of evaluation forms and procedures conducted by the department is generally insufficient. The result is that many forms and procedures are found to be faulty in their initial year of use and must be modified in a second year. The cycle continues and evaluation procedures change frequently.

Although the department has a forms clearance process within the Office of Electronic Data Processing Information Systems, this process does not improve the situation. There is no requirement that forms be tried on a pilot basis before being approved. The forms approval process checks primarily for duplication among forms and is not an effective mechanism for ensuring that evaluation forms and procedures are adequately field tested before being used on a large-scale basis.

III. THE CONTENTS OF EVALUATION REPORTS

This section of the report analyzes the adequacy of the contents of department evaluations. It examines whether the studies contain standard elements necessary for addressing basic policy questions and whether they fulfill statutory requirements.

There are two criteria which can be used in determining whether the contents of an evaluation are adequate to provide useful policy information. One is the extent to which the evaluation contains the information required by the statutes mandating the study. This criterion alone cannot be used for judging the adequacy of an evaluation, however, because (1) frequently, the Legislature simply specifies that an evaluation shall be conducted and (2) specified parameters are often very general with the detailed design of the study left to the department. Thus, it is important to use other criteria in determining whether the evaluations designed by the department contain the necessary elements for useful policy information.

Standard elements in the field of evaluation provide the second criterion for judging the usefulness of report contents.[3]

A. Evaluations as Tools for Policy Decisions: Standard Elements

The standard elements which should be included in a policy-relevant evaluation report are:

(1) a brief statement of the purposes of the study;

(2) a discussion of the evaluation methodology including study design, sampling strategy, measurement instruments, and data analysis procedures;

(3) a presentation of findings concerning program participants, objectives, components, effectiveness and cost (where available); and

(4) a summary which describes the principal findings and conclusions of the study.

As part of our study, we reviewed all major evaluations prepared by the department during 1974-75 and a sample of evaluations prepared during the preceding four years to determine whether they contained these standard elements.

We found that they varied considerably in conformity to these standards. The majority contained little or no description of the evaluation methodology. Examples of evaluation reports in which important information concerning methodology is absent are the 1973-74 evaluations of the state Bilingual Education program, the Indian Early Childhood Education program and the Innovative Schools Project and the 1970 through 1974 evaluation of the Program for Pupils Who are Multihandicapped.

The absence of adequate descriptions of evaluation methodology makes it difficult to interpret the meaning of findings. For example, the 1973-74 evaluation of the the state Bilingual Education program includes the following summary information on the attainment of instructional objectives in the program:

> "Project evaluation reports indicated that 74 percent of all instructional objectives reported by the state bilingual projects were achieved, 7 percent were partially achieved, and 10 percent were not achieved. There were no results reported for 3 percent of the instructional objectives." (p. 5)

The report gives little precise information about how the objectives were developed or attainment was measured. In the absence of such fundamental

information it is difficult to interpret the meaning of the results presented in the report.

With respect to the substantive findings in evaluation reports, our review also identified numerous inadequacies. In general, we found the evaluation reports varied considerably in content, with most of them inadequate in at least one important area that should be included in a policy-relevant evaluation. Some reports presented little information on program participants (e.g., the 1972-73 evaluation of Experimental Education Programs in Special Education) and others presented little information on program objectives (e.g., the 1971 through 1974 evaluation of the Year-round School program). Others contained little information on program components (e.g., the 1973-74 evaluation of the Innovative Schools Project) or on program effectiveness (e.g., the 1973-74 Child Development Program evaluation). Still others contained no information on program costs, even when the information was specifically required in the legislation mandating the study (e.g., the 1973-74 evaluation of the Indian Early Childhood Education program). As a result of such inadequacies no comprehensive picture of the programs' attributes and impact can be drawn.

In summary, our review indicated that many evaluations prepared by the department lack information necessary to make them useful for policy decisions. Because no systematic procedures currently exist for reviewing evaluations prepared by the department, there is no mechanism for correcting these weaknesses in educational program evaluations.

B. Conformity of Evaluations to Statutory Requirements

Some of the department's program evaluations do not conform to statutory requirements for information. They do not provide answers to the basic policy questions set forth in the legislation mandating the study.

An example of this deficiency is found in the 1973-74 evaluation of the Indian Early Childhood Education program. The legislation specified that the evaluation study include "costs of each program detailed in terms of design, implementation, and continuing operating expense." (Chapter 1052, Statutes of 1972.) Despite the statutory requirement, the evaluation did not include the specified assessments of program costs.

Other evaluations required by statute simply have not been conducted. Examples are the 1972-73 required evaluations of the Operation SHARE program and the state Bilingual Education program.

C. Nature of Statutory Requirement for Evaluation

We have described the degree of conformity of evaluations to statutory requirements. As part of this study, we also examined the nature of these requirements themselves. We found that requirements for evaluations vary considerably in specification. While some are quite clear and detailed, others are ambiguous or quite general.

An example of a statutory requirement which is both clear and detailed is the mandate for the evaluation of the Demonstration Programs in Reading and Mathematics:

> "...the Superintendent of Public Instruction ... shall submit a report to the Legislature on the implementation and evaluation of demonstration programs under this article, including the achievement of pupils, an analysis of the costs of each project detailed in terms of the costs of design, implementation and continuing operational expenses, including the degree of cost effectiveness of each project. The report shall also include recommendations concerning improvement, retention, extension or other aspects of the program." (Chapter 1050, Statutes of 1970.)

This requirement indicates exactly what information is to be contained in the evaluation report, although it does not limit the report solely to this information.

Another detailed requirement is for the evaluation of the Program for Pupils Who are Multihandicapped:

> "...the Superintendent of Public Instruction shall report annually to the Legislature the progress being made in the education of multihandicapped minors including but not limited to, the number of authorized classes, the numbers of minor enrolled, the nature of handicapping conditions of minors enrolled in classes, a description of the instruction being provided, objectives of the program, achievement outcomes, and recommendations for further program development." (Chapter 1373, Statutes of 1972.)

The description again details precisely the information which is to be contained in the evaluation of the program.

In contrast to the above, many examples can be found of statutory requirements which are quite general and do not provide basic direction for the evaluation report. One illustration is the requirement for an evaluation of the Educationally Disadvantaged Youth Program. The requirement is as follows:

> "The Superintendent of Public Instruction shall submit annually to the Governor and to each house of the Legislature a report evaluating the programs established pursuant to this chapter, together with his recommendations concerning whether the same should be continued in operation." (Chapter 1406, Statutes of 1972.)

Our review pointed to other cases where the statutory requirement for an evaluation was of a general nature. One of the most notable cases of vague evaluation requirements is found in legislation enacted during the past year (e.g., the evaluation requirement for the Alternative Schools Program - Chapter 448, Statutes of 1975).

IV. THE COMPARABILITY OF EVALUATION REPORTS

From the vantage point of policy makers, one of the most useful functions of program evaluation is to make possible analyses of educational programs on a comparative basis. Because policy decisions involve trade-offs among programs, it is important to be able (1) to compare them on a cost-effectiveness basis and (2) to assess their relative strengths from both an educational and a cost standpoint. Evaluations can contribute to this process by providing comparable information on the effectiveness of programs administered by the department. Program evaluations have rarely played this role. They frequently do not present similar kinds of information across programs. Rather, evaluations are often independent studies having little comparability to one another. The evaluations differ both in content and method.

With respect to content, some evaluations are comprehensive in the nature of information presented. For example, the 1973-74 evaluations of the Early Childhood Education program and the Educationally Disadvantaged Youth programs both presented information concering program participants, objectives, components and effectiveness. They are among the more comprehensive evaluations conducted by the department.

In contrast, many evaluations present little or no information on program participants or objectives (e.g., the 1973-74 evaluation of Experimental Education programs in Special Education) and others present little or no information concerning program components (e.g., the 1972 through 1974 evaluation of the Pilot Program for Education of Severly Mentally Retarded

Pupils Between the Ages of 3 and 5 Years). Others present almost no information on program effectiveness (e.g., the 1970 through 1974 evaluation of the Program for Pupils Who are Multihandicapped). The result is that program evaluations frequently present decision-makers with little comparable information which can be used in analyzing the relative effectiveness of educational programs.

Evaluations also differ in methodology. A first important aspect in which evaluation methods differ is in sampling procedures. Some program evaluations include effectiveness data on almost the total population of program participants (e.g., the 1973-74 evaluation of the Miller-Unruh Basic Reading program) while others include effectiveness data from various non-representative samples of program participants (e.g., the 1973-74 evaluations of the Early Childhood Education program and the Child Development program). It is difficult to determine precisely the effect of these differences. It is clear, however, that meaningful comparisons cannot be made readily between either (1) an evaluation based on a non-representative sample of participating schools and another in which all participating schools were included or (2) two evaluations based on different non-representative sampling procedures.

A second methodological aspect in which evaluations often differ is in the measurement instruments used in the studies. Some program evaluations present only self-reported data on attainment of instructional objectives as measures of program effectiveness (e.g., the 1973-74 state Bilingual Education program evaluation). Others report student achievement data as measured by statewide testing instruments (e.g., the Miller-Unruh Basic Reading Program evaluation). Still others report data from a large

number of standardized instruments (e.g., the 1973-74 evaluations of the Educationally Disadvantaged Youth and Indian Early Childhood Education programs). Because of these different measurement instruments, it is difficult to make meaningful comparisons about the relative effectiveness of the different program.

The lack of comparable evaluation methods produces evaluation reports which are difficult to interpret and which may even be contradictory. In its 1973-74 Miller-Unruh Basic Reading Program evaluation issued in September 1975, for example, the department gives findings concerning the effectiveness of the Miller-Unruh program and the Early Childhood Education program which are contradictory to findings in the department's own 1973-74 Early Childhood Education evaluation report. The Miller-Unruh evaluation reported that a Miller-Unruh only funding source was associated with the highest reading achievement of any pattern of categorical funding examined. The Early Childhood Education evaluation reported the contradictory finding that a Miller-Unruh/ECE funding source resulted in the greatest reading achievement. As pointed out by the department, the contradiction resulted from the use of different methods in the two evaluations.

We believe that the use of uniform evaluation procedures and reporting formats would enhance the utility of evaluations to decision makers. It appears that it would be feasible to achieve such uniformity without additional cost. Standard procedures exist which could be used to increase the uniformity of many of the department's evaluations.

V. THE QUALITY OF EVALUATION REPORTS

This section of the report describes our findings concerning the quality of the department's program evaluations.

In order to assess the quality of department's evaluations, we systematically reviewed all major evaluation reports prepared during 1974-75 and a sample of reports prepared during the preceding four years. We found the majority of reports to be lacking in one or more important aspects. Our review pointed to problems which were similar to those of recent outside reviews of department evaluations (e.g., two independent reviews of the department's 1973-74 Early Childhood Education evaluation[4]). The problems we found were also similar to serious deficiencies in program evaluations identified in our 1974-75 and 1975-76 Budget Analyses and in our earlier "Fiscal Review and Analysis of Selected Categorical Aid Education Programs in California" (May 17, 1971).

The following discussion highlights major deficiencies which (1) impair the quality of the department's evaluations and (2) makes them unreliable as policy instruments.

One deficiency in the department's evaluations is the use of non-representative rather than representative samples. A representative sample is a sub-set of all program participants which can be used to generate an accurate picture of all program participants while a non-representative sample is not. The result of suing a non-representative sample is that conclusions vased on the sub-set of students included in the study cannot be relied on as valid for all program participants. Examples of department

evaluations using non-representative samples are the 1973-74 evaluations of the Early Childhood Education and Child Development programs.

A second deficiency is the failure of the department to verify data reported by school districts. Because the data used in the department's evaluations are usually collected by local school district personnel, it is important that the department check the quality of both (1) local district data collection procedures and (2) the data submitted by districts. Verification is an accepted procedure in the field of evaluation and one which can be done on a sample basis at relatively little expenditure of time or money. Nevertheless, it is a procedure which the department rarely uses.

Another serious shortcoming found in department evaluations is the absence of adequate comparison groups. A comparison group is one which is similar to program participants in most characteristics except program participation. It is important to have an adequate comparison group in order to determine whether student gains result from the program under review or from other factors (e.g., the initiation of some outside program like Sesame Street or The Electric Company, "Hawthorne effects" created by the excitement of an initial year of program operation in an innovative program, etc.). Examples of the absence of an adequate comparison group are found in many evaluations conducted by the department during 1973-74, including those of the Early Childhood Education program, the Indian Early Childhood Education program and the Experimental Programs for Deaf or Severely Hard of Hearing Children Who Are at Least Six Months of Age. The result of having inadequate comparison groups is that conclusions concerning program impact may not be valid. The influence of other factors on participants

can be "eliminated" from estimates of program impact through a number of statistical techniques, but the department's evaluations usually have not used these correction procedures to compensate for inadequate comparison groups.

Other problems are found in the statistical procedures used in most department evaluations, including: (1) use of inadequate statistical measures (i.e., median test scores without accompanying information concerning spread of scores) and (2) an absence of information concerning the statistical significance of differences in pupil performance attributed to program participation. On the whole, the net result of the lack of adequate statistical procedures appears to be the over-estimation of program impact.[5]

These are only some of the major problems which hinder the quality of educational evaluations. They are in no sense academic problems. Rather, they are crucial flaws in evaluation methods which make conclusions drawn on the basis of the studies unreliable as inputs into policy formulation.

VI. THE UTILITY OF PROGRAM EVALUATIONS

In examining the utility of program evaluations, it is important to begin by defining the audiences for whom the evaluations are designed. In the case of evaluations conducted by the department, the primary users are the Legislature, the Governor, the department, and local education agencies. Although the informational requirements of these audiences differ, there are certain basic commonalities in their informational needs.

Evaluations will be useful to these audiences if they meet these common informational needs. They are: (1) the need for uniform information which can be used to compare the relative effectiveness of different educational programs; (2) a need for information about factors which are associated with successful educational programs; (3) a need for timely information which is received in advance of program decisions; (4) a need for information which is based on methodologically sound evaluation techniques; and (5) a need for information which is presented in a readily usable format.

Previous sections of this report have discussed shortcomings in the quality and uniformity of the department's evaluations reports and in the compliance of the reports with statutory requirements. The problems identified in those sections limit the utility of the evaluations for decision-makers. A major shortcoming is the previously discussed lack of consistency in evaluation reports and the resultant absence of uniform information for comparing educational programs on a cost-effectiveness basis.

Another shortcoming which limits the utility of evaluations is the usual absence of information about the factors which are associated with

successful educational programs. This type of information is one of the most useful potential outcomes of program evaluations. The evaluations conducted by the department generally do not include comprehensive analyses of program attributes which correlate with program success. An exception is the department's current "School Effectiveness Study" which seeks to identify the characteristics of unusually high and low achieving schools. Information of this nature could also be obtained from regular program evaluations by collecting necessary program information and conducting comprehensive statistical analyses. Usually, however, the department's evaluations contain simple analyses of pupil progress as measured by standardized tests and do not include more comprehensive analyses which provide useful guidelines concerning correlates of program success.

With respect to timeliness of evaluations, the record of the department is considerably better. There are cases each year of evaluation requirements which are not fulfilled until after the reporting date specified in legislation (e.g., a principal section of the 1973-74 Early Childhood Education evaluation). On the whole, however, the department does attempt to meet deadlines for evaluation reports.

The utility of the department's evaluation findings is also limited because they are given in many different reports issued at different times. As a result, it is difficult to synthesize and compare the many disparate evaluation reports. A unified reporting format could be developed to deal with this problem.

Many of the problems which hinder the utility of program evaluations probably could be addressed by the department within existing resources.

For example, the use of consistent procedures for a number of studies would in many cases be no more costly than the use of different procedures for individual studies (e.g., some of the data anlysis procedures in the 1973-74 Early Childhood Education and Miller-Unruh Basic Reading program evaluations). Similarly, a synthesis of evaluations in a uniform and readily accessible format probably could be produced at minor additonal cost beyond that associated with the present practice of reporting evaluations in numerous seperate reports and different formats with no summary documents.

VII. THE COORDINATION OF EVALUATION ACTIVITIES

This section of the report presents our findings concerning the coordination of the department's evaluation activities.

In general, we found that many of the activities of OPER have not been well coordinated internally. Program evaluations have been undertaken with little joint planning and little coordination of procedures (e.g., the 1973-74 Early Childhood Education and state Bilingual Education program evaluations). There has been only limited coordination between program evaluations and the statewide testing program. Recently, the department and the Educational Management and Evaluation Commission have taken steps to correct these problems.

For example, the department has initiated consolidated procedures for collecting evaluation information from local school districts on many categorically funded programs (i.e., the Consolidated Evaluation Report for Multi-funded Educational Programs). In addition, it has planned a joint 1974-75 evaluation report for three of the major categorically funded programs. These are the Early Childhood Education, Educationally Disadvantaged Youth, and ESEA, Title I programs. The joint report planned by the department should allow for program comparisons which have not been possible in separate reports prepared in past years. However, the department does not have plans at this time for extending its coordination of evaluation studies on a comprehensive basis to include evaluations of other programs.

The Educational Management and Evaluation Commission has been moving in other areas to promote coordination among evaluation activities. In June it initiated a study of the department's data collection activities and

the resultant demands on local education agencies. This study is a first step toward streamlining and coordinating the department's data collection procedures, thereby reducing demands on local educational agencies. The study is due to be completed by March 1, 1976.

Improved coordination is also necessary between the department's statewide testing activities and its program evaluation activities. Currently, only the evaluation of the Miller-Unruh Basic Reading program uses statewide testing data as its principal measure of program effectiveness. Other program evaluations use statewide testing data on a limited basis (e.g., the 1973-74 evaluation of the Early Childhood Education program). There is no systematic procedure for integrating the statewide testing program with the department's program evaluation activities on a comprehensive basis. Further integration of the two activities could be a cost-effective approach to streamlining evaluation activities.

VIII. THE DISSEMINATION OF EVALUATION REPORTS

The information dissemination process is essential to an effective evaluation system because it is the link between program evaluation and decision making. Two separate issues are involved in creating an effective dissemination system. (These issues are discussed in our Statement to the Senate Select Committee on Innovation in the Structure and Administration of Public Education (June 7, 1974).)

The first issue is the dissemination of evaluation information to the Legislature. In order to ensure that this occurs, legislation mandating evaluations usually requires the Department of Education to report program results to the Legislature. Although the department generally fulfills this requirement, it frequently prepares evaluation reports and disseminates them in a form which is of limited use to the Legislature. Among the principal weaknesses have been: (1) the lack of coordination and uniformity in the department's evaluation reports and (2) the absence of a summary document which synthesizes the results of the department's numerous evaluations.

These problems are compounded by the fact that there is no provision for regular legislative hearings to follow-up on the department's evaluation reports. If budget issues are involved, our office reviews the reports and brings them to the attention of legislative fiscal committees through the annual Budget Analysis. However, this is not a systematic procedure for disseminating evaluation results to the Legislature or for promoting feedback of evaluation results into decision making.

The second issue regarding information dissemination concerns the distribution of information about successful programs statewide among school districts.

The traditional approach to information dissemination among school districts by the department has been the publication and distribution of various documents such as evaluation reports and curriculum guidelines. The two offices within the department primarily responsible for these functions are OPER and the Office of Education Information/Dissemination. The principal dissemination activity of OPER involves sending completed evaluation reports to institutions and individuals on a department distribution list. The principal activity of the Office of Education Information/Dissemination in the evaluation area is the occasional preparation for the media of summaries of evaluation reports and of statewide testing results.

Our interviews indicated that these activities alone do not constitute an effective dissemination and feedback process. There are at least two steps the department could take within existing resources to improve (1) the dissemination of evaluation findings to local school districts and (2) the feedback of evaluations into local decision making.

First, the department could improve dissemination through inclusion of state education program evaluations in the federal educational information and retrieval system, the Educational Resources Information Center (ERIC). Such inclusion would make the studies more accessible to local school districts and the general public than they currently are and would entail no cost. Studies on file in the ERIC system are readily available through reproduction systems at most libraries associated with principal educational institutions in the state and throughout the nation. For this

reason, it is the customary practice among educational researchers and evaluators to have their studies placed in the ERIC system. Evaluations of some federally funded programs administered by the state are included in the ERIC system because of federal program requirements. Few evaluations of state funded programs currently are included in the ERIC system (an exception is the evaluation of the Demonstration Programs in Reading and Mathematics).

Second, the department could improve dissemination of evaluation results to local school districts through its own existing mechanisms. For example, the Elementary and Secondary Field Service Teams, a component of the educational program delivery system, could be used to disseminate information to local school districts. Through the conferences and workshops held by these teams, personnel from schools operating successful educational programs could present information to staffs of other school districts. The same mechanism could be used to collect data on the replication of successful educational programs. Systematic use of this mechanism appears particularly promising in view of studies conducted through the department's Demonstration Programs in Reading and Mathematics. These studies have indicated that conference presentations featuring workshops where personnel from exemplary projects present information to staff from school districts considering project implementation are among the most effective means of disseminating program information.

RECOMMENDATIONS

1. We recommend that the Department of Education annually prepare a comprehensive, detailed plan for educational evaluations which includes the following minimum components:

   (1) a statement of the department's principal evaluation objectives;

   (2) a discussion of the department's principal evaluation accomplishments in the preceding year;

   (3) a description of evaluation resources for the time period covered by the plan; and

   (4) a plan for each evaluation study to be conducted by the department which includes certain standard elements to be contained in all major evaluations and includes an estimate of the resources required for each evaluation.

2. We recommend that the department submit this annual plan of educational evaluations to the Joint Legislative Budget Committee and the Department of Finance for review as part of the annual budget process.

3. We recommend that the department include in each major evaluation report: (a) a brief statement of the purposes of the study; (b) a discussion of the evaluation methodology including study design, sampling strategy, measurement instruments and data analysis procedures; (c) a presentation of findings concerning program participants, objectives, components and effectiveness and (d) a summary which describes the principal findings and conclusions of the study.

We base these first three recommendations on our finding that mechanisms for planning evaluations within the department are currently inadequate.

The implementation of a comprehensive planning and review system should help to correct this problem. In addition, it should facilitate the development of uniform procedures and comparable results in program evaluations.

4. We recommend that the Department of Education annually prepare and submit to the Legislature by January 1 an "Annual Summary of Evaluation Reports". This document should summarize the results of all program evaluations conducted by the department during the previous year. It should include comparable information on the effectiveness of different educational programs wherever possible.

We base this recommendation on our finding that the utility of the department's evaluations is seriously limited by current reporting procedures in which no format exists for systematically integrating the findings from different studies. We believe that the establishment of a unified and consistent reporting mechanism, to supplement the reporting of individual evaluation studies, would help to rectify this problem.

5. We recommend that the Educational Management and Evaluation Commission to the State Board of Education (a) analyze the adequacy of existing statutory requirements for educational program evaluations, and (b) recommend amendments as necessary to ensure that the Education Code specifies in detail the information to be contained in evaluation reports.

We base this recommendation on our finding that there is considerable variability in the specificity of statutory requirements for evaluations and in the quality and utility of the resultant reports. We believe that evaluation reports could be improved in quality and utility through clear statutory specification of the policy questions to be addressed in the studies.

6. We recommend that the Educational Management and Evaluation Commission review on a systematic basis all of the program evaluation activities of the Department of Education. We further recommend that the commission annually prepare and submit to the State Board of Education and the Legislature, a report of its findings which includes: (1) an identification of program evaluation priorities not being addressed by the department; (2) an identification of program evaluation requirements which should be eliminated; (3) a review of the quality of program evaluation reports and activities; and (4) a report on the dissemination of program evaluation findings.

This recommendation is based on our finding that there is a need for a comprehensive, independent review of the department's evaluation activities on a systematic basis. The commission presently performs this function only on a limited basis, although a comprehensive review function is clearly within its legislatively defined responsibilities. We have also recommended a review of the department's evaluation plans by the Joint Legislative Budget Committee and the Department of Finance. That review would focus on limited aspects of the department's evaluation activities. We believe that the performance of a broader review function by the commission could improve the effectiveness of the department's evaluation activities.

7. We recommend that, on a continuing basis, the budget of the Educational Management and Evaluation Commission be set out as a separate line item in the budget of the Department of Education.

Because of the significance of the commission's functions, we believe it appropriate that a separate review of its activities and budget be conducted annually.

8. We recommend that the Educational Management and Evaluation Commission submit to the Legislature by March 1, 1976, the report of its current study on data collection activities of the Department of Education. We further recommend that the commission submit to the Legislature, by November 1, 1976, a follow-up report on the implementation of its recommendations for coordinating the department's data collection activities.

The report of the commission will review the department's data collection procedures and will make recommendations for streamlining demands on local education agencies. We recommend submission to the Legislature of both the initial report and a follow-up report on implementation to ensure legislative action as appropriate.

9. We recommend that the Department of Education investigate the feasibility and the cost implications of coordinating the state assessment program and the department's program evaluation activities.

We base this recommendation on our finding that few program evaluations draw on the extensive data collected as part of the state assessment program. We believe that substantial efficiencies to both the department and local education agencies might be achieved through the coordination of program evaluation activities and the state assessment program.

10. We recommend that the Department of Education prepare and submit to the Legislature by March 1, 1976, a systematic plan for the dissemination of evaluation results to the Legislature and to local education agencies.

This recommendation stems from our finding that current procedures for disseminating evaluation results do not constitute an effective dissemination system. We believe that in order to address current weaknesses, the department should prepare a plan which specifies the procedures to be used in disseminating information to these two principal users of evaluation results.

APPENDIX A

Evaluation Study Interview Questions

In this interview we will be primarily concerned with program evaluations (e.g., evaluations of the Early Childhood Education program, the Miller-Unruh Basic Reading program, Title I, etc.).

1. From your vantage point, what are the major strengths and weaknesses in educational evaluations as currently conducted by the State Department of Education?

2. What, if any, recommendations would you make to enhance the quality of evaluations currently conducted?

3. Who is served primarily by the department's evaluation? Who do you think should be served by the evaluations?

4. What balance between evaluation of program impact and evaluation of program implementation do you think would be most useful in educational evaluations?

5. Has the evaluation information collected by the department been useful to you? Has it related to decisions that you must make? Has evaluation information been timely?

6. What additional kinds of information would be useful to you? What information do you need that is not provided by the evaluations? What decisions do you make which could be facilitated by additional information from evaluations?

7. Are there any major educational programs not currently being evaluated by the department which you believe should be evaluated? If so, which programs are these?

8. Are there any evaluations currently being conducted by the department which you think are unnecessary? If so, which are these?

9. What do you perceive to be the impact of the department's evaluation activities on local education agencies?

10. Are there functions related to educational evaluation which you consider it appropriate for the Educational Management and Evaluation Commission to perform which it is not currently performing? What are these?

11. In what ways, if any, would you like to see the state assessment program modified?

12. What additional comments do you have concerning educational evaluations - in particular, concerning their quality and utility?

APPENDIX B

List of Evaluations and Reports Reviewed /1,2

Evaluation reports are completed several months after the end of the school year. As a result, the 1973-74 program evaluations are the most recent reports available. No 1974-75 reports have been completed at this time.

1973-74 Program Evaluations Reports

Bilingual Education Act of 1972 Evaluation Report: 1973-74

California Process Model Follow Through Evaluation Report 1973-74; Supplementary Report, 1973-74 Evaluation of California Process Model Follow Through

Child Development Program Evaluation Report for the 1973-74 Program Year

Early Childhood Education First Annual Evaluation Report, 1973-74

Educationally Disadvantaged Youth Programs Evaluation Report: 1973-74

Elementary and Secondary Education Act of 1965, Title III, Annual Report, 1973-74

Evaluation of ESEA, Title I, Projects in California Schools, 1973-74 Annual Report

Experimental Programs for Deaf or Severely Hard-of-Hearing Children Who Are at Least Six Months of Age, Progress Report to the California Legislature

The Guaranteed Learning Achievement Act of 1971 Evaluation Report, 1973-74

Indian Early Childhood Education Evaluation Report: 1973-74

Innovative Schools Project, A Report to the California Legislature

Miller-Unruh Basic Reading Program, 1973-74 Annual Evaluation Report

Operation SHARE Evaluation Report for 1973-74

/1 Both reports and evaluations were reviewed because the distinction between the two is unclear in many cases.

/2 The evaluations and reports are listed alphabetically by title.

Pilot Career Guidance Center, Evaluation Report

Reading and Mathematics Instruction for Low-Achieving Students, A Report on Demonstration Programs in Intensive Instruction in Reading and Mathematics, 1973-74

Regional Occupational Centers and Programs, 1973-74 Status Report to the California State Legislature

Research, Program Development, and Evaluation in California Special Education, 1973-74

Study of Physical Education in California Senior and Four-Year High Schools

1972-73 Program Evaluations and Reports

Annual Report, 1972-73 Evaluation of California Process Model Follow Through

Elementary and Secondary Education Act of 1965, Title III, Annual Report 1972-73

Evaluation of ESEA, Title I, Projects of California Schools, Annual Report, 1972-73

Evaluation of Performance Contracting in 1972-73 Under the Guaranteed Learning Achievement Act of 1971

Experimental Education Programs in Special Education, 1972-73, A Report to the California Legislature

Miller-Unruh Reading Testing Program Results for Educationally Handicapped Pupils, Spring 1973, A Report to the California Legislature

Regional Occupational Centers and Programs, 1972-73 Status Report

Research, Program Development, and Evaluation in Special Education, 1972-73 Fiscal Year

The State Preschool Program 1972-73, A Report to the California Legislature

Status Report of Indian Early Childhood Education Projects, 1972-73

Summary of the Professional Development Program (Professional Development Centers), Legislative Progress Report, 1972-73

1971-72 Program Evaluations and Reports

Elementary and Secondary Education Act of 1965, Title III, In California, 1971-72, A Report

Evaluation of ESEA, Title I, Projects of California Schools, Annual Report, 1971-72

Mathematics Improvement Programs, Final Report of Specialized Teacher Project, 1971-72

The Program for Minors Who Are Multihandicapped, A Report to the California Legislature

Regional Occupational Centers and Programs, 1971-72 Status Report to the California Legislature

1970-71 Program Evaluations and Reports

Regional Occupational Centers and Programs, Status Report for 1970-71

Summer Vocational Educational Programs, A Report to the Joint Legislative Budget Committee

1969-70 Program Evaluations and Reports

Annual Report, 1969-70, Evaluation of ESEA Title I, Projects of California Schools

Regional Occupational Centers and Programs, Status Report for 1969-70

Multi-Year Program Evaluations and Reports

Drop-out Prevention Programs in the Schools of California, A Report to the California Legislature, 1974

Drop-out Prevention Programs in the Schools of California, A Report to the California Legislature, 1975

Environmental Education, A Progress Report

Individualized Instruction with Integrated Vocational Education, A Report to the California Legislature

Mathematics Improvement Programs, Summary Report, 1968-71

Miller-Unruh Basic Reading Program, 1971-72 and 1972-73 Annual Evaluation Report
Technical Supplement to the Miller-Unruh Basic Reading Program 1971-72 and 1972-73, Annual Evaluation Report

Pilot Program for Education of Severely Mentally Retarded Pupils Between the Ages of 3 and 5 Years, An Evaluation Report to the Legislature

Pilot Program for Mentally Disordered Minors, A Report to the California Legislature

The Program for Pupils Who are Multihandicapped, A Report to the California Legislature

Regional Programs for the Physically Handicapped, A Progress Report to the California Legislature

A Summary of Evaluations of Year-Round School Programs in California, June 1971, through June 1974

APPENDIX C

Legislation Establishing Educational Management and Evaluation Commission to the State Board of Education

Education Code, Sections 584. - 584.6 (Chapter 1188, Statutes of 1971).

Article 4. Educational Management and Evaluation Commission

584. There is in the Department of Education the Educational Management and Evaluation Commission consisting of a Member of the Assembly appointed by the Speaker of the Assembly, a Member of the Senate appointed by the Senate Committee on Rules, one public member appointed by the Speaker of the Assembly, one public member appointed by the Senate Committee on Rules, one public member appointed by the Governor, and nine public members appointed by the State Board of Education upon the recommendation of the Superintendent of Public Instruction or the members of the State Board of Education.

With respect to the nine public members appointed by the State Board of Education, three members shall represent the field of economics, three members shall represent the learning sciences, and three members shall represent the managerial sciences.

Each public member shall serve at the pleasure of the appointing power.

584.1. The Members of the Legislature appointed to the commission pursuant to Section 584 shall have the powers and duties of a joint legislative committee on the subject of educational management and evaluation and shall meet with, and participate in, the work of the commission to the extent that such participation is not incompatible with their positions as Members of the Legislature.

The Members of the Legislature appointed to the commission shall serve at the pleasure of the appointing power.

584.2. The members of the commission shall serve without compensation, except that they shall receive their actual and necessary expenses incurred in the performance of their duties and responsibilities, including travel expenses.

584.3. The Superintendent of Public Instruction or his representative shall serve as executive secretary to the commission.

584.4. The commission shall select one of its members to be chairman of the commission.

584.5. The commission shall assist and advise the State Board of Education in the evaluation of the program achievement of educational programs, in the determination of the relative cost effectiveness of educational programs, and shall make recommendations concerning the expanded use, modification, or replacement of educational programs so as to produce a higher degree of program achievement and cost effectiveness. The commission shall also serve as an advisory body to the State Board of Education on program budgeting and accounting systems for school districts.

584.6. As used in this article, "commission" means the Educational Management and Evaluation Commission.

APPENDIX D

Membership of Educational Management and Evaluation Commission

Appointed by	Number of Appointments	Representing	Term	Voting Privilege /4
Speaker of the Assembly	2	Assembly	varies /1	no
		Public	varies /1	yes
Senate Committee on Rules	2	Senate	varies /1	no
		Public	varies /1	yes
Governor	1	Public	varies /1, /3	yes
State Board of Education	9	Public (3 in field of economics) (3 in learning sciences) (3 in managerial sciences)	3 year staggered /2	yes

Chairman to the Commission: selected by members

Executive Secretary to the Commission: Superintendent of Public Instruction or his representative

/1 Term of office: at the pleasure of the appointing body.

/2 Term of office: set by the State Board of Education

/3 Vacant

/4 Twelve voting members

REFERENCES

1. Statement of A. Alan Post, Legislative Analyst, to the Senate Select Committee on Innovation in the Structure and Administration of Public Education, Sacramento, California, June 7, 1974, p. 4.
2. State Board of Education Charge to the Educational Management and Evaluation Commission, Sacramento, California, June 8 - 9, 1972.
3. See, for example, Weiss, Carol, H. Evaluation Research Methods for Assessing Program Effectiveness, Englewood Cliffs, New Jersey, Prentice Hall, Inc., 1972; and Isaac, Stephen and Michael, William B., Handbook in Research and Evaluation, San Diego, California: Robert R. Knapp, 1971.
4. Fink, Arlene and Hoepfner, Ralph, "A Review of Early Childhood Education: First Annual Evaluation Report, 1973-74", Los Angeles, California: Center for Study of Evaluation, UCLA Graduate School of Education, December, 1974 and Harrison, Forest, "Evaluation of the California State Department of Education's Evaluation of the 1973-74 Early Childhood Education Program", Claremont, California: Claremont Institute of Administrative Studies, February, 1975.
5. For a discussion of appropriate statistical techniques see Fergusen, George A., Statistical Analysis in Psychology and Education, New York: McGraw Hill Book Company, 1971.